

DOCUMENT RESUME

ED 357 120

UD 029 198

TITLE Compensatory Education: Additional Funds Help More Private School Students Receive Chapter 1 Services. Report to Congressional Requesters.

INSTITUTION General Accounting Office, Washington, D.C. Div. of Human Resources.

REPORT NO GAO/HRD-93-65

PUB DATE Feb 93

NOTE 50p.

AVAILABLE FROM U.S. General Accounting Office, P.O. Box 6015, Gaithersburg, MD 20884-6015 (first copy free, additional copies \$2 each, orders for 100 or more to a single address discounted 25 percent).

PUB TYPE Reports - Descriptive (141) -- Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC02 Plus Postage.

DESCRIPTORS Catholic Schools; *Compensatory Education; Court Litigation; Economically Disadvantaged; Elementary School Students; Elementary Secondary Education; *Federal Programs; National Surveys; Parent Attitudes; Parochial Schools; *Private Schools; *Program Implementation; *Religious Education; *Remedial Instruction; Secondary School Students; Statistical Data

IDENTIFIERS California; Education Consolidation Improvement Act Chapter 1; *Hawkins Stafford Act 1988; Massachusetts; Michigan

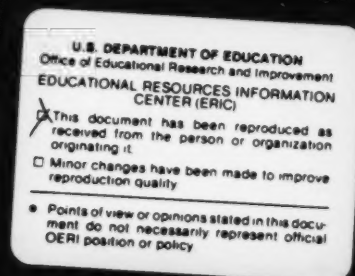
ABSTRACT

A study was done of how Chapter 1 remedial educational services are being provided to private sectarian school students. Federal court ruling had determined that sectarian schools could not receive such funds directly, but that public schools must provide the services to students in sectarian schools. As a consequence, local public schools have been provided with additional funds to support those services. The evaluation was based on questionnaire survey results from Chapter 1 coordinators in all 50 states, the District of Columbia, and Puerto Rico, focusing on the 10 states with the largest number of private school students receiving Chapter 1 services. In addition, site visits were conducted at state and local education agencies in California, Massachusetts, and Michigan. Analysis found that the number of private school students in the Chapter 1 program had increased to 168,000 students. The proportion of eligible Chapter 1 students being served also appears to be increasing. Major reasons for not serving even more eligible students were that some private schools chose not to participate and some parents would not permit their children to participate because they did not want the students leaving the private school building. Extensive appendixes contain tables and figures displaying the results and a copy of the study survey. (JB)

February 1993

COMPENSATORY EDUCATION

Additional Funds Help More Private School Students Receive Chapter 1 Services



Human Resources Division

B-252150

February 26, 1993

The Honorable William D. Ford
Chairman, Committee on Education and Labor
House of Representatives

The Honorable Dale E. Kildee
Chairman, Subcommittee on Elementary,
Secondary, and Vocational Education
Committee on Education and Labor
House of Representatives

For more than two decades public school teachers in the Chapter 1 program, the federal program of compensatory education for the disadvantaged, provided remedial services to private sectarian (religiously affiliated) school students on private school premises. In 1985, the Supreme Court ruled, in Aguilar v. Felton (Felton), that this practice violated the separation of church and state doctrine under the First Amendment. As a result of the Felton decision, school districts had to find new ways to provide Chapter 1 services to private school students. These alternatives were often more costly and initially resulted in fewer private school students receiving Chapter 1 services. To assist school districts in providing Chapter 1 services to private school students and in complying with the Felton decision, the Congress authorized additional funding.

This report responds to your request for an update on Chapter 1 services provided to private sectarian school students since local school districts received additional funds to help them comply with the Felton requirements. We agreed to identify (1) what changes have occurred in participation rates, (2) how services are provided to private school students and what changes have occurred in services, and (3) what is the current status of state expenditures and the additional Chapter 1 funding allocated for meeting the Felton requirements.

Background

In April 1988, the Congress, in Public Law 100-297, authorized funding to pay school districts for costs incurred for noninstructional goods and services used in providing Chapter 1 services to children attending private schools.¹ States began to incur these costs immediately after the Felton decision; however, funds did not become available until school year (SY) 1989-90, the first year for which Public Law 100-297 authorized funding.

¹Noninstructional goods and services include purchase, lease, and renovation of property, and operation and maintenance of property (including repair and upkeep, insurance, and transportation).

States were allowed reimbursement of past as well as payment for current expenditures.

Funds are allocated to states based on the ratio of Chapter 1 private school students served in their state compared with the total number of private school students served nationwide during sy 1984-85. Since sy 1989-90, states have received about \$82 million to cover the additional costs of providing Chapter 1 services in mobile vans; portable classrooms; neutral sites, such as libraries and community centers; or classrooms in public school buildings.

We previously reported in 1987 and 1989 on Chapter 1 services provided to private school students.² The first report showed that the year following the Felton decision, participation by private school students in Chapter 1 programs dropped from 185,000 to 123,000 nationwide, as school districts began developing new ways of providing services to private school students. The second report showed that participation had increased to 142,000 students by sy 1987-88, but remained 23 percent less than the pre-Felton levels. At that time, local districts had not yet received any additional funding.

This report is based on questionnaire survey results from Chapter 1 coordinators in all 50 states, the District of Columbia, and Puerto Rico (52 states). However, the primary focus of our analysis was on the 10 states with the largest number of private school students receiving Chapter 1 services in sy 1991-92.³ These 10 states enroll about 73 percent of all the private school students receiving Chapter 1 services. Our survey of Chapter 1 coordinators obtained information for sy 1989-90 through sy 1991-92 including (1) the extent to which private school students eligible for Chapter 1 were receiving services, (2) the services provided to the private school students, and (3) the current status of state expenditures and the additional Chapter 1 funding allocated for meeting the Felton requirements.

In addition, we visited state and local education agencies in California, Massachusetts, and Michigan. During these visits we observed how services were provided and obtained comments on (1) what changes have

²For the results of our earlier studies see Compensatory Education: Chapter 1 Services to Private Sectarian School Students (GAO/HRD-87-128BR, Sept. 21, 1987) and Compensatory Education: Aguilar v. Felton Decision's Continuing Impact on Chapter 1 Program (GAO/HRD-89-131BR, Sept. 27, 1989).

³The 10 states include California, Illinois, Louisiana, Massachusetts, New Jersey, New York, Ohio, Pennsylvania, Puerto Rico, and Texas.

occurred since the Felton decision, (2) how additional funds have assisted the states in overcoming some of the initial problems encountered after the Felton decision, and (3) whether there will be a continual need for additional funds in the future. (See app. I for more details on scope and methodology.)

Results in Brief

Nationwide, the number of private school students in Chapter 1 programs has increased to 168,000 or 91 percent of pre-Felton levels. In addition, the proportion of eligible Chapter 1 students being served also appears to be increasing; however, the proportion served is still less than before the decision.⁴ The availability of additional federal funds to offset expenses associated with the Felton decision was cited as a factor that contributed to local districts serving more private school students. The major reasons for not serving even more eligible students were (1) some private schools chose not to participate and (2) some parents would not permit their child to participate because they did not want the students leaving the private school building.

The location and type of instruction used to provide Chapter 1 services to private school students has not changed since additional funds became available. Mobile vans were the most common location used to provide instruction, and teacher instruction was the most common form of instruction. About half the additional funds were used for costs associated with mobile vans. The remaining funds were used almost equally for other alternative locations. While teacher instruction was most common in 40 states, other states used computer-assisted instruction⁵ or a combination of teachers and computers. All states reported that the additional funds have enabled local districts to increase the number of hours of Chapter 1 instruction.

States were mixed in whether they spent the additional funds to reimburse school districts for expenditures incurred in past years or for current expenditures. Nine states used almost all of their funds to pay for past Chapter 1 related expenses, while 16 states were caught up with paying for expenses incurred since 1985. The remaining states used funds both ways—to reimburse expenses incurred in prior years and for current year expenditures. All but three states indicated a continual need for funds in

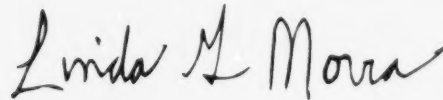
⁴Not all states collect information on number of eligible private school students. The responses to our question on total served in relation to total eligible were based on state estimates.

⁵Computer-assisted programs require no person-to-person Chapter 1 instruction and are generally used in private school settings.

the future. About half the states said that they will not receive enough funds to cover expenses in SY 1992-93. However, several states plan to return some unused funds, and other states plan to carry over excess funds for future needs.

We performed our review between March and September 1992 in accordance with generally accepted government auditing standards. We have discussed this report with Department of Education officials and incorporated their comments where appropriate.

We are sending copies of this report to other congressional committees, the Secretary of Education, and other interested parties. Should you wish to discuss its contents, please call me on (202) 512-7014. Other major contributors to this report are listed in appendix XI.



Linda G. Morra
Director, Education and
Employment Issues

Contents

Letter	1
Appendix I	10
Introduction	10
Background	10
Scope and Methodology	13
Appendix II	16
Number of Private School Students in Chapter 1 Program Continues to Increase	
Appendix III	19
Most Students Receive Chapter 1 Services in Mobile Vans and Through Traditional Teacher Instruction	
Appendix IV	22
States Mixed in Use of Additional Funds to Reimburse Past Expenses	

Appendix V	24
Number of Private School Students in Chapter 1 Programs and Percent of Increase From SY 1987-88 Through SY 1991-92 in 52 States	
Appendix VI	26
Percent of Private School Students Receiving Chapter 1 Services at Each Location in 52 States (SY 1991-92)	
Appendix VII	28
Percent of Additional Funds Spent on Each Location Used to Provide Chapter 1 Services in 52 States (SY 1991-92)	

Appendix VIII Percent of School Year 1991-92 Funds Used to Pay for Prior Year Expenses Compared With States' Plans to Return Funds in SY 1992-93 in 52 States	30
Appendix IX Supporting Data for Number of Private School Students Receiving Chapter 1 Services for SY 1984-85 Through SY 1991-92	32
Appendix X Questionnaire Sent to 50 States, District of Columbia, and Puerto Rico	33
Appendix XI Major Contributors to This Report	48
Tables	17
Table II.1: Number of Private School Students in Chapter 1 Programs and Percent of Increase SY 1987-88 Through SY 1991-92 in Top 10 States	

Contents

Table IV.1: Estimate of Need for Additional Chapter 1 Funding for SY 1992-93 in Top 10 States	23
--	----

Figures

Figure I.1: Alternative Locations Used to Provide Chapter 1 Services to Private School Students	12
Figure I.2: Top 10 States Providing Chapter 1 Services to Private School Students	15
Figure II.1: Number of Private School Students Receiving Chapter 1 Services for SY 1984-85 Through SY 1991-92	17
Figure III.1: Percent of Private School Students Receiving Chapter 1 Services at Each Location in the Top 10 States	19
Figure III.2: Percent of Additional Funds Spent on Each Location Used to Provide Chapter 1 Services for the Top 10 States	21

Abbreviations

GAO	General Accounting Office
SY	school year

Introduction

Background

The Chapter 1 compensatory education program was established as Title I of the Elementary and Secondary Education Act of 1965. It gives federal aid to state education agencies and school districts to help meet the special educational needs of disadvantaged children, whether they attend public or nonpublic schools, including private sectarian (or religiously affiliated) schools. Traditionally, remedial services to private school students were provided on private school premises by public school teachers. However, in 1985, the Supreme Court prohibited this practice in Aguilar v. Felton (Felton). The Court held that public school teachers teaching in religiously affiliated schools violated the separation of church and state doctrine of the First Amendment. Immediately following the decision, participation of private school students in the Chapter 1 program dropped about 35 percent, as school districts were developing alternative ways to provide services. These alternatives were often more costly and resulted in fewer students receiving services.

In April 1988, the Congress, in Public Law 100-297, authorized funding to pay school districts for noninstructional goods and services used in providing Chapter 1 services to children attending private schools. States began to incur costs immediately after the Felton decision, yet funds did not become available until sy 1989-90. States were allowed reimbursement of past as well as payment for current and future expenditures and can carryover some funds to the next school year.

Funds are allocated to states based on the ratio of Chapter 1 private school students served in their state compared with the total number of private school students served nationwide during school year 1984-85. Since sy 1989-90, states have received about \$82 million to cover the additional costs of purchasing, renovating, leasing, and operating alternative sites for providing services to private school students. These sites included

Mobile vans—These vans usually are driven daily to one or more private schools and parked on either the street, leased private-school property, or adjacent property. Associated costs may involve the lease or purchase of the van, a driver's salary, insurance, and utility costs. (See fig. I.1.)

Neutral sites—Public or privately owned building located off the private school property, such as libraries or community centers. Related costs may involve crossing guards or a bus and driver used to transport children to the site.

Appendix I
Introduction

Portable classrooms—These are semipermanent buildings erected on grounds near the private schools. (See fig. I.1.)

Public schools—Private school children either walk or are transported to a public school used to provide Chapter 1 services.

Private schools—Private school students receive services through computer terminals installed in private schools and connected to a central programming unit in a public school. The purchase of computers are not an eligible expense, but the renovation of space and installation costs are eligible. (See fig. I.1.)

Appendix I
Introduction

Figure I.1: Alternative Locations Used to Provide Chapter 1 Services to Private School Students



Mobile Van, San Francisco Unified School District,
California (San Francisco Unified School District)



Portable Classroom, City of Lawrence School District
Massachusetts (GAO)



Computers in a Private School, Boston School District
Massachusetts (GAO)

BEST COPY AVAILABLE

Scope and Methodology

To provide an update on the delivery of Chapter 1 services to private school students since school districts received additional funds to meet the Felton requirements, we addressed three specific areas: (1) changes that had occurred in participation rates, (2) how services are provided to private school students, and (3) what is the current status of state expenditures and the additional Chapter 1 funding allocated for meeting the Felton requirements. To obtain this information we

- surveyed Chapter 1 coordinators in 50 states, the District of Columbia, and Puerto Rico;
- conducted site visits at three state education agencies and six school districts; and
- met with Department of Education officials and the National Association of State Chapter 1 directors.

Our questionnaire collected information on the 3-year period sy 1989-90 through sy 1991-92 and included questions on the extent to which private school students eligible for Chapter 1 are receiving services, what locations and types of methods are used to provide services to private school students, and whether states used additional funds to pay for past or current expenses. We received a 100-percent response to the survey. (See app. X for questionnaire.)

To provide reasonable assurance that the information gathered through the questionnaire responses accurately described the programs and opinions of the Chapter 1 officials, we

- contacted several state education agencies during questionnaire development to assure that the information we were seeking was available and that the necessary records were maintained to support the responses to our questionnaire and
- performed internal validity checks on the questionnaire responses and made numerous follow-up phone calls to assure that we understood the responses provided and that corrections were made when we had reason to believe the data were in error.

We also discussed the results of our analysis with Department of Education officials and Chapter 1 directors attending the September 1992 annual meeting of the National Association of State Chapter 1 directors. Further, we compared the results of our analysis with the Department of Education's review on Chapter 1 services to private school students.¹ While

¹The Chapter 1 Implementation Study—Interim Report, Abt Associates, Inc., 1992.

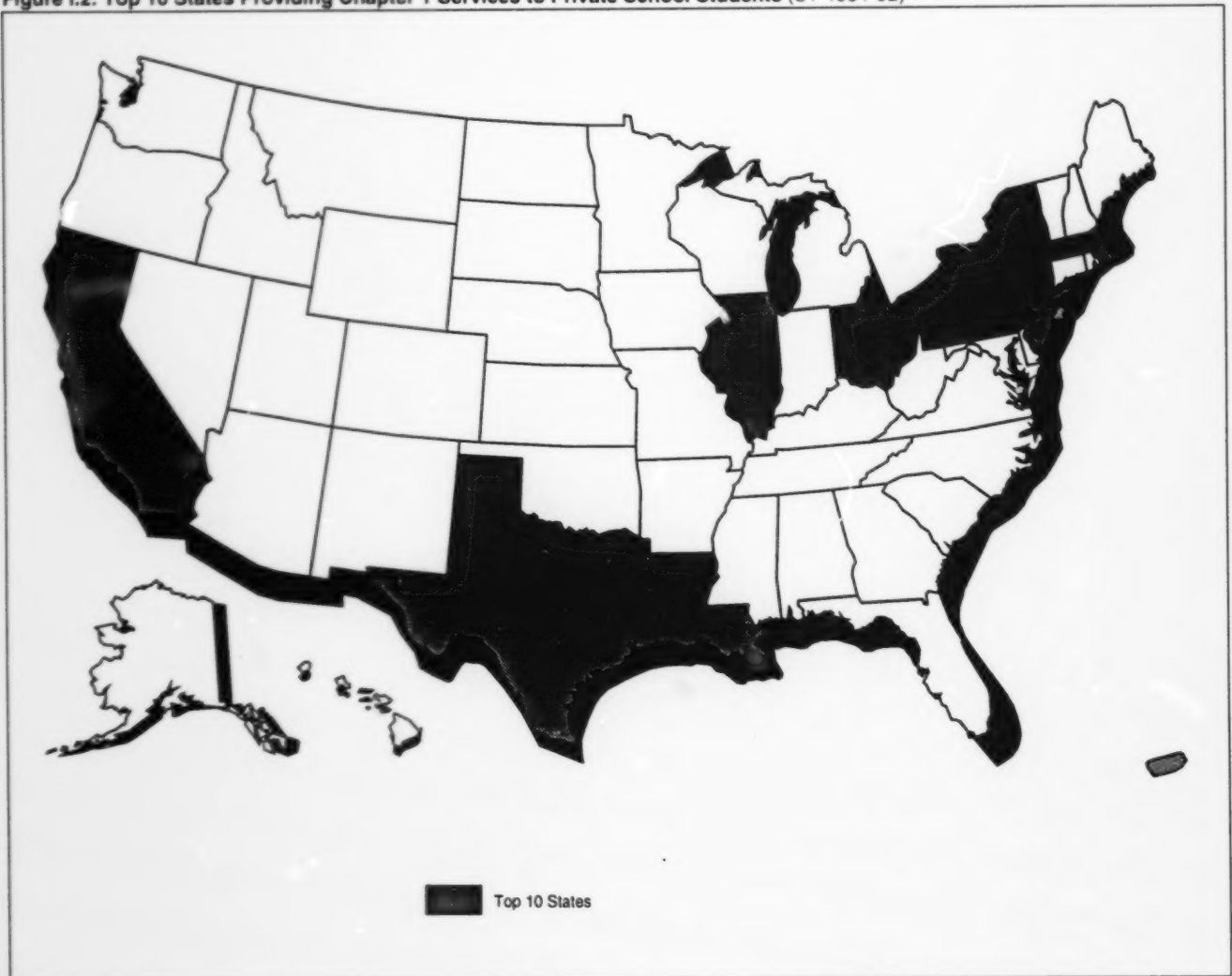
we did not validate the information obtained through the questionnaire, we believe that the actions taken provide reasonable assurance that the information gathered through our questionnaire accurately describes the programs.

The number of private school students receiving Chapter 1 services in SY 1991-92 ranged from 35 students in one state to almost 30,000 in another. The primary focus of our analysis was on the 10 states with the largest number of private school students receiving Chapter 1 services in SY 1991-92. These 10 states enroll about 73 percent of all the private school students receiving Chapter 1 services (see fig. I.2).

We also visited state education agencies in California, Massachusetts, and Michigan and two local education agencies in each of these states. We selected our sites based on the number of private school students in the Chapter 1 program and geographic coverage. We met with state and local officials to observe how Chapter 1 services were provided and obtain comments on (1) what changes have occurred since the Felton decision, (2) how additional funds have assisted the states in overcoming some of the initial problems encountered after the Felton decision, and (3) whether there will be a need for additional federal funds in the future.

We conducted our audit work between March and September 1992 in accordance with generally accepted government auditing standards.

Figure I.2: Top 10 States Providing Chapter 1 Services to Private School Students (SY 1991-92)



Note: See appendix V for details on the number of private school students served in each state.

Number of Private School Students in Chapter 1 Program Continues to Increase

The number of private school students receiving Chapter 1 services has continued to increase since the decline immediately following the Felton decision. Before the Felton decision, states served about 185,000 private school students. After the decision, the number of students dropped to 123,000, but has been steadily increasing each year. For sy 1991-92, states reported that the number of private school students in Chapter 1 programs increased to 168,168, about 91 percent of pre-Felton levels (see fig. II.1). For those states serving the largest number of private school students, the proportion of eligible students served has also increased; however, the proportion is still less than before the decision.¹ While it is difficult to isolate the factors that have contributed to the increase, most states cited the availability of additional funds as a factor that enabled them to provide services to more private school students. The major reasons cited for not serving more eligible students were (1) some private schools chose not to participate and (2) some parents would not permit their child to participate because they did not want the students leaving the private school building.

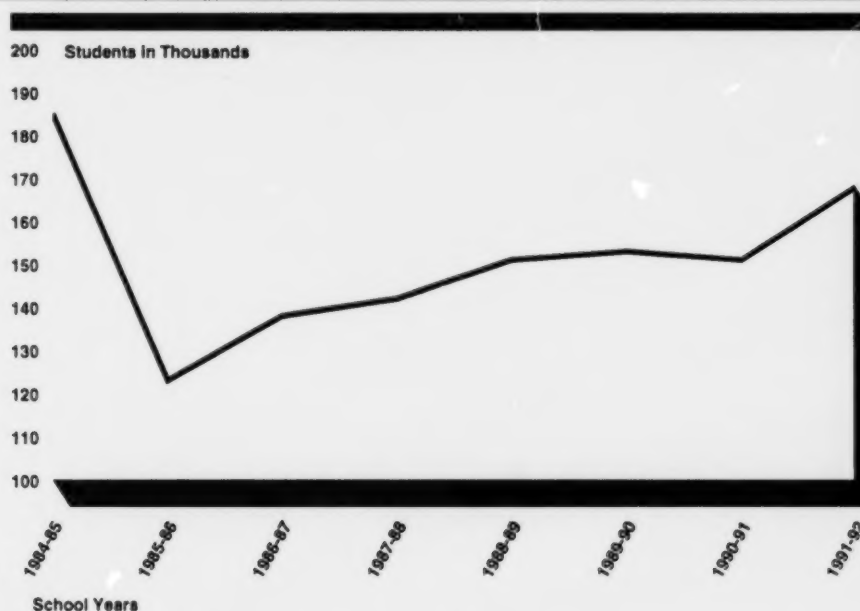
Of the top 10 states, all but one served more students in school year 1991-92 than they did before receiving the additional funding. Collectively, these 9 states served about 20,000 more private school students in sy 1991-92 than they did in sy 1987-88 (a 20-percent increase).² The largest increases occurred in Louisiana and New York where the number of students served grew by 49 and 34 percent, respectively. The only state to show a decrease was Massachusetts, which had a 6-percent decline in the number of students served in sy 1991-92. (See table II.1.) A state official said that many private schools do not want to deal with the complications of students leaving the private school property to receive Chapter 1 services.

¹Not all states collect information on number of eligible private school students. The responses to our question on total served in relation to total eligible were based on state estimates.

²The SY 1987-88 figures were obtained from state Chapter 1 coordinators as part of earlier study, *Compensatory Education: Aguilar v. Felton Decision's Continuing Impact on Chapter 1 Program* (GAO/HRD-89-131BR, Sept. 27, 1989).

Appendix II
Number of Private School Students in
Chapter 1 Program Continues to Increase

Figure II.1: Number of Private School Students Receiving Chapter 1 Services for SY 1984-85 Through SY 1991-92



Note: Number for SY 1988-89 is an estimate provided by state officials.

Table II.1: Number of Private School Students in Chapter 1 Programs and Percent of Increase SY 1987-88 Through SY 1991-92 in Top 10 States

State	Students served in SY 1991-92	Percent increase SY 1987-88 to SY 1991-92
California	29,989	18
New York	27,902	34
Pennsylvania	19,037	16
Puerto Rico	11,470	18
Ohio	6,999	16
New Jersey	6,849	8
Illinois	6,081	9
Louisiana	5,218	49
Texas	4,500	13
Massachusetts	4,400	(6)
Total	122,445	20

Note: See appendix V for data on all 52 states.

Appendix II
Number of Private School Students in
Chapter 1 Program Continues to Increase

The proportion of Chapter 1 eligible private school students served also increased during this time, although 7 of the 10 states estimated the proportion still remains below pre-Felton levels. All 10 states cited the availability of capital expense funds as a factor contributing to the increase in proportion of eligible private school students served.

The major reasons cited by the 10 states for not serving a greater proportion of eligible private school students were that (1) some private schools choose not to participate or (2) some parents refused to let their child leave the private school building. State and local Chapter 1 officials we spoke with explained that continuity with regular classroom instruction and safety were two issues that prevent more students from receiving services. They said that regular classroom instruction was disrupted when the students had to physically leave the school and crossing streets to get to alternative sites could be dangerous.

Additional reasons cited by state and local Chapter 1 officials were composition of private school students and stricter adherence to eligibility criteria today versus pre-Felton criteria. One urban school official explained that although the number of private school students is about the same as it was before the Felton decision, a greater percentage of the students are eligible for Chapter 1 services. In other states, officials said that school districts were more lenient with eligibility criteria for private school students before Felton, and this accounted for a higher ratio of students served in SY 1984-85, the baseline year for comparison with current year figures.

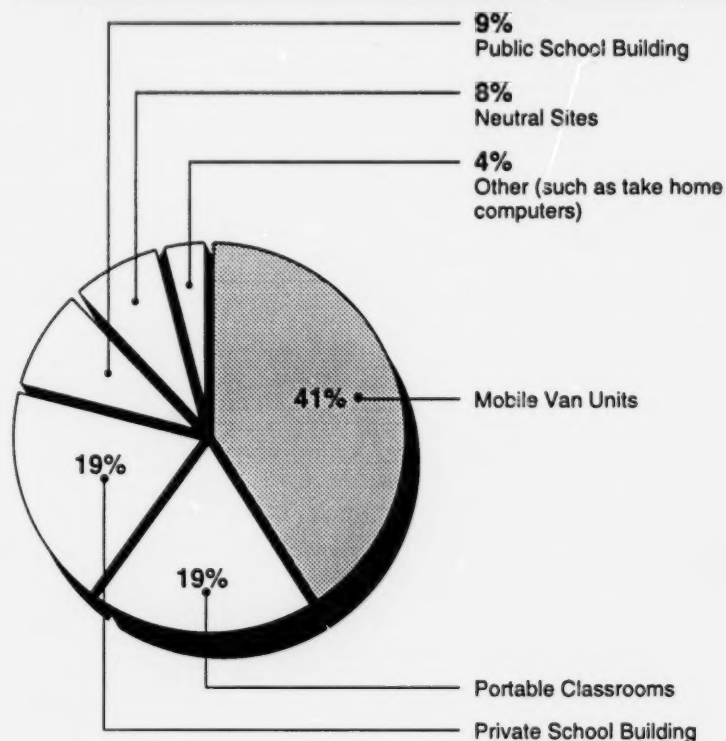
The Department of Education officials concurred with our findings and added two additional points. First, they expressed concern that when private schools choose not to participate in Chapter 1 services, it may be that the local district did not develop an alternative means of providing services that meet the needs of the private school. The alternative method should be negotiated between the school district and private school. Secondly, they said that comparisons with the pre-Felton participation figures may give an inaccurate picture because the earlier figures may have been inflated because there was no check on how states reported the number of private school students receiving Chapter 1 services.

Most Students Receive Chapter 1 Services in Mobile Vans and Through Traditional Teacher Instruction

School districts continue to use the same alternative locations and types of instruction they developed following the Felton decision to provide Chapter 1 services to private school students. Several alternative locations were used to provide services, with mobile vans being the most common location. School districts used teacher instruction, computer-assisted instruction, or a combination of both to provide Chapter 1 services; however, teacher instruction continues to be the predominant method of instruction.

In the top 10 states, 41 percent of the students received services in mobile vans during school year 1991-92 (see fig. III.1). The remaining students received services in portable classrooms, neutral sites, and classrooms in public or private schools.

Figure III.1: Percent of Private School Students Receiving Chapter 1 Services at Each Location in the Top 10 States (SY 1991-92)



Note: See appendix VII for data on all 52 states.

Appendix III
Most Students Receive Chapter 1 Services in
Mobile Vans and Through Traditional
Teacher Instruction

School district officials commented that the quality of service has not been affected by the use of alternative locations and believe the use of alternative locations has improved their Chapter 1 program. For example, a teacher we spoke with said that students look forward to receiving Chapter 1 services in a mobile van because leaving the school is a break from their regular instructional program. A second teacher said that the parents of Chapter 1 students seem to relate to the program more because the mobile vans are separated from the school building and are easier identified as a supplemental service. Some teachers noted the lack of space in mobile vans and portable classrooms compared with classrooms; however, they did not find this as a deterrent to the program.

School districts plan to continue using the same alternative locations to provide Chapter 1 services, and the percentage of students receiving instruction at each location is expected to remain about the same. State officials in the top 10 states predicted that in sy 1993-94, an average of 43 percent of the students are expected to receive services in a mobile van, and the remaining students will receive services in the other locations.

The majority of additional funds received by school districts were used to pay for costs related to mobile vans. Officials from the top 10 states estimated spending 55 percent of total funds received in sy 1991-92 for the purchase, lease, and/or maintenance and operation of mobile vans. The remaining funds were used almost equally for costs incurred for services provided at all other locations (see fig. III.2).

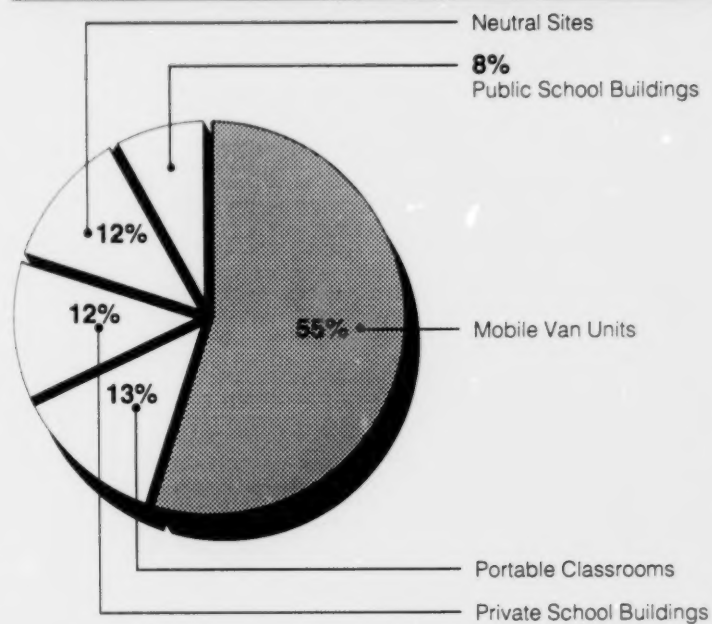
In 6 of the top 10 states, most students receive Chapter 1 instruction from teachers. For the other four states, two primarily use computers to provide services to most students, and two use a combination of teachers and computers to provide instruction. All 10 states cited additional funds as a factor that allowed them to provide more hours of instruction, both teacher and computer-assisted, to private school students than they would have been able to provide without the money. Several state officials attributed this to the fact that more time can be spent on instruction because less time is spent transporting students to other locations.

We found that state and local education officials were supportive of both teachers and computer-assisted instruction for Chapter 1 services. Officials commented that teachers can monitor student progress and make modifications to meet the needs of students and can work with parents to design a program to improve their child's learning ability. For computer-assisted instruction, officials said that the primary advantage of

Appendix III
Most Students Receive Chapter 1 Services in
Mobile Vans and Through Traditional
Teacher Instruction

computers is that they can be used in the private school and students do not have to leave the building. They further explained that computer programs allow students to spend more time on individually paced lessons.

Figure III.2: Percent of Additional Funds Spent on Each Location Used to Provide Chapter 1 Services for the Top 10 States (SY 1991-92)



Note: See appendix VII for data on all 52 states.

States Mixed in Use of Additional Funds to Reimburse Past Expenses

States were mixed in the proportion of additional funds used to reimburse school districts for past expenditures incurred since 1985 as well as to pay for current expenses. The proportions vary because some school districts incurred costs before the allocation of additional funds or they requested funds that exceeded the amount allocated to the state. Most states cited a continual need for funds in the future.

In sy 1991-92, all top 10 states used some proportion of the additional funds received to reimburse school districts for expenses incurred before the school year. Of the top 10 states, California, Louisiana, and Pennsylvania used the majority of their current year funds (80 to 100 percent) to reimburse expenses incurred in prior years. In contrast, New Jersey, New York, and Puerto Rico were close to being caught up with reimbursing past year expenses, and used very little funds (1 to 19 percent) to pay for those expenses. Illinois, Massachusetts, Ohio, and Texas used some of their funds (20 to 59 percent) to reimburse past year expenses, and the rest to pay for expenses incurred in the current year.¹

State officials cited several reasons for the need to use the additional funding to pay for past expenses. One reason was that school districts needed more funds than were available and only received a percentage of their request. These districts continue to use the funding for expenses not covered in prior years. A second reason cited was that some school districts did not request reimbursements initially after additional funds became available, but now that state and local funds are becoming more scarce, they are looking for alternative funding sources. A third reason cited was that some districts may have been unaware of the eligible expenses for reimbursement and have just recently applied for funds. Department of Education officials said some states are so far behind in paying prior year expenses, they may never be in a position of using the additional funds for current year expenses.

All 10 states anticipate incurring similar costs in sy 1992-93 as they have in the past. Seven states expect to incur more expenses than funding will cover. In contrast, the remaining three states expect to receive more funds than they will need. The seven states estimate they will need about \$36 million in sy 1992-93, however, they only expect to receive \$20 million. Officials from four of these states estimate they will need almost double the funding they expect to receive (see fig. IV.1). For example, New York officials estimated needing \$18 million, but only expect to receive

¹States responded according to range estimates when answering the survey question on proportion of additional funds used to pay for expenses incurred in prior years. See appendix X.

**Appendix IV
States Mixed in Use of Additional Funds to
Reimburse Past Expenses**

\$9 million. On the other hand, three states (California, New Jersey, and Texas) expect to receive enough funds to cover expenses, with two states (California and Texas) expecting to receive more funds than needed. California officials estimated returning about \$3 million in SY 1992-93, while Texas will carryover excess funds. According to Department of Education officials, states are encouraged, but not required to return excess funds. Returned funds are reallocated to other states on the basis of need.

**Table IV.1: Estimate of Need for
Additional Chapter 1 Funding for SY
1992-93 in Top 10 States**

State	Funds expected to be received in SY 1992-93	Additional funds needed to cover all expenses
New York	\$8,609,141	\$9,390,859
Pennsylvania	4,680,623	3,319,377
Louisiana	1,305,816	1,099,184
Illinois	1,477,943	1,022,057
Ohio	1,286,064	383,557
Massachusetts	1,480,000	20,000
Puerto Rico	1,492,702	7,298
New Jersey	2,596,438	0
Texas	1,090,061	(90,061)
California	4,000,000	(1,500,000)

Number of Private School Students in Chapter 1 Programs and Percent of Increase From SY 1987-88 Through SY 1991-92 in 52 States

State	Private students served*	Percent increase SY 1987-88 through SY 1991-92
California	29,989	18
New York	27,902	34
Pennsylvania	19,037	16
Puerto Rico	11,470	18
Ohio	6,999	16
New Jersey	6,649	8
Illinois	6,081	9
Louisiana	5,218	49
Texas	4,500	13
Massachusetts	4,400	(6)
Michigan	4,000	54
Missouri	3,951	24
Minnesota	3,500	26
Maryland	3,202	35
Iowa	2,785	17
Florida	2,532	5
Wisconsin	2,505	(10)
Mississippi	2,368	33
Connecticut	2,140	(4)
Rhode Island	1,848	340
Indiana	1,723	(18)
Nebraska	1,388	8
Kentucky	1,255	(30)
Arizona	1,200	55
Tennessee	1,013	13
Washington	940	4
New Mexico	920	(32)
Kansas	740	(6)
Virginia	701	0
District of Columbia	650	20
Alabama	616	195
Delaware	600	11
Arkansas	530	44
Colorado	505	83
Idaho	450	329
South Carolina	433	233

(continued)

Appendix V
Number of Private School Students in
Chapter 1 Programs and Percent of Increase
From SY 1987-88 Through SY 1991-92 in
52 States

State	Private students served*	Percent increase SY 1987-88 through SY 1991-92
Oregon	400	102
South Dakota	340	(10)
North Carolina	315	(34)
Oklahoma	300	76
North Dakota	275	(8)
Georgia	250	(30)
Maine	247	121
West Virginia	185	16
Hawaii	175	106
Montana	174	(2)
Nevada	133	73
New Hampshire	127	(77)
Utah	120	111
Vermont	90	(56)
Wyoming	62	2
Alaska	35	(85)
U.S. total	168,168	(9)

*As reported by state Chapter 1 officials.

Percent of Private School Students Receiving Chapter 1 Services at Each Location in 52 States (SY 1991-92)

State	Mobile vans	Portable classroom	Neutral sites	Public school	Private school	Other
Alaska	0	0	100	0	0	0
Alabama	45	0	0	5	50	0
Arkansas	5	70	5	0	20	0
Arizona	30	50	15	5	0	0
California ^a	30	40	10	10	10	0
Colorado	90	0	7	3	0	0
Connecticut	1	4	10	50	35	0
District of Columbia	50	0	0	20	0	30
Delaware	60	0	40	0	0	0
Florida	55	3	3	35	0	4
Georgia	0	40	10	50	0	0
Hawaii	0	0	10	80	10	0
Iowa	0	40	20	40	0	0
Idaho	50	25	12	13	0	0
Illinois ^a	0	0	10	50	40	0
Indiana	25	2	15	50	8	0
Kansas	10	5	10	75	0	0
Kentucky	94	0	2	4	0	0
Louisiana ^a	40	17	12	1	30	0
Massachusetts ^a	10	3	60	9	18	0
Maryland	95	0	1	2	2	0
Maine	0	0	50	50	0	0
Michigan	0	50	0	30	10	10
Minnesota	0	2	2	63	33	0
Missouri	78	1	0	0	0	21
Mississippi	0	80	5	5	10	0
Montana	0	0	99	1	0	0
North Carolina	60	10	5	5	0	20
North Dakota	40	15	5	40	0	0
Nebraska	36	5	20	39	0	0
New Hampshire	39	8	53	0	0	0
New Jersey ^a	30	20	10	10	30	0
New Mexico	10	0	60	20	10	0
Nevada	67	0	0	33	0	0
New York ^a	51	1	5	7	33	3
Ohio ^a	94	0	4	2	0	0
Oklahoma	58	10	0	2	30	0

(continued)

Appendix VI
Percent of Private School Students
Receiving Chapter 1 Services at Each
Location in 52 States (SY 1991-92)

State	Mobile vans	Portable classroom	Neutral sites	Public school	Private school	Other
Oregon	0	10	30	45	0	15
Pennsylvania ^a	20	45	4	5	3	23
Puerto Rico ^a	99	0	1	0	0	0
Rhode Island	25	0	15	15	45	0
South Carolina	10	20	10	10	50	0
South Dakota	27	55	16	2	0	0
Tennessee	16	50	1	1	32	0
Texas ^a	20	2	2	1	75	0
Utah	0	66	0	34	0	0
Virginia	35	40	20	0	5	0
Vermont	0	0	50	0	50	0
Washington	50	5	10	25	10	0
Wisconsin	40	1	10	45	2	2
West Virginia	0	0	40	60	0	0
Wyoming	0	0	30	45	0	25
All states	39	19	9	13	17	4

^aTop 10 states providing Chapter 1 services to private school students.

Percent of Additional Funds Spent on Each Location Used to Provide Chapter 1 Services in 52 States (SY 1991-92)

State	Mobile vans	Portable classroom	Neutral sites	Public school	Private school
Alaska	0	0	100	0	0
Alabama	100	0	0	0	0
Arkansas	7	77	16	0	0
Arizona	15	10	75	0	0
California ^a	30	45	5	10	10
Colorado	93	0	7	0	0
Connecticut	1	4	10	50	35
District of Columbia	95	0	0	5	0
Delaware	60	0	40	0	0
Florida	60	2	3	30	5
Georgia	65	0	35	0	0
Hawaii	0	0	10	90	0
Iowa	0	77	14	9	0
Idaho	67	31	0	2	0
Illinois ^a	0	5	5	35	55
Indiana	82	1	5	10	2
Kansas	80	0	2	13	5
Kentucky	90	0	2	7	1
Louisiana ^a	45	23	10	2	20
Massachusetts ^a	20	5	65	10	0
Maryland	100	0	0	0	0
Maine	0	0	70	25	5
Michigan	0	80	0	5	15
Minnesota	0	5	2	41	52
Missouri	78	1	21	0	0
Mississippi	80	20	0	0	0
Montana	0	0	100	0	0
North Carolina	94	0	6	0	0
North Dakota	61	14	16	9	0
Nebraska	44	1	6	49	0
New Hampshire	62	4	34	0	0
New Jersey ^a	20	30	5	5	40
New Mexico	10	0	60	20	10
Nevada	50	0	0	50	0
New York ^a	75	1	15	7	2
Ohio ^a	94	0	4	2	0
Oklahoma	49	0	5	1	45

(continued)

Appendix VII
Percent of Additional Funds Spent on Each
Location Used to Provide Chapter 1 Services
in 52 States (SY 1991-92)

State	Mobile vans	Portable classroom	Neutral sites	Public school	Private school
Oregon	0	75	0	25	0
Pennsylvania ^a	50	20	10	8	12
Puerto Rico ^a	99	0	0	1	0
Rhode Island	88	0	12	0	0
South Carolina	0	0	0	0	0
South Dakota	27	55	10	8	0
Tennessee	0	0	0	0	0
Texas ^a	80	0	0	0	20
Utah	50	50	0	0	0
Virginia	30	40	30	0	0
Vermont	0	0	50	0	50
Washington	40	5	10	15	30
Wisconsin	70	0	5	25	0
West Virginia	0	0	100	0	0
Wyoming	0	0	0	0	0
All states	52	13	12	10	12

^aTop 10 states providing Chapter 1 services to private school students.

Percent of School Year 1991-92 Funds Used to Pay for Prior Year Expenses Compared With States' Plans to Return Funds in SY 1992-93 in 52 States

State	Percent of SY 1991-92 additional funds used to pay for prior year expenses	State plans to return funds in SY 1992-93?
Alaska	1-19	Yes
Alabama	80-99	No
Arkansas	0	Yes
Arizona	40-59	No
California ^a	100	Yes
Colorado	1-19	No
Connecticut	0	No
District of Columbia	0	No
Delaware	1-19	No
Florida	100	No
Georgia	60-79	No
Hawaii	0	Yes
Iowa	20-39	No
Idaho	80-99	No
Illinois ^a	40-59	No
Indiana	1-19	No
Kansas	40-59	No
Kentucky	0	Yes
Louisiana ^a	100	No
Massachusetts ^a	40-59	No
Maryland	0	No
Maine	20-39	Yes
Michigan	20-39	No
Minnesota	20-39	No
Missouri	0	No
Mississippi	1-19	Yes
Montana	100	Yes
North Carolina	20-39	No
North Dakota	0	Yes
Nebraska	40-59	No
New Hampshire	0	Yes
North Jersey ^a	1-19	No
New Mexico	40-59	No
Nevada	100	No
New York ^a	1-19	No
Ohio ^a	40-59	No

(continued)

Appendix VIII
Percent of School Year 1991-92 Funds Used
to Pay for Prior Year Expenses Compared
With States' Plans to Return Funds in SY
1992-93 in 52 States

State	Percent of SY 1991-92 additional funds used to pay for prior year expenses	State plans to return funds in SY 1992-93?
Oklahoma	80-99	Yes
Oregon	0	Yes
Pennsylvania ^a	80-99	No
Puerto Rico ^a	1-19	No
Rhode Island	20-39	No
South Carolina	0	No
South Dakota	1-19	No
Tennessee	0	Yes
Texas ^a	20-39	No
Utah	0	No
Virginia	0	No
Vermont	20-39	Yes
Washington	60-79	No
Wisconsin	0	No
West Virginia	1-19	Yes
Wyoming	0	Yes

^aTop 10 states providing Chapter 1 services to private school students.

Supporting Data for Number of Private School Students Receiving Chapter 1 Services for SY 1984-85 Through SY 1991-92

School year	Number of students (in thousands)	Change since Felton (percent)
1984-85	185	
1985-86	123	-34
1986-87	138	-25
1987-88	142	-23
1988-89	151 est.	-18
1989-90	160	-14
1990-91	159	-14
1991-92	168	-9

Note: These are data for figure II.1.

Questionnaire Sent to 50 States, District of Columbia, and Puerto Rico

U.S. GENERAL ACCOUNTING OFFICE*

Chapter 1 Services for Nonpublic School Students

111

INTRODUCTION

At the request of the United States Congress, the U.S. General Accounting Office is conducting a study of how Chapter 1 services are provided to nonpublic, sectarian school students. The Congress would like to know: 1) how many of these students are participating in Chapter 1 programs, 2) how Chapter 1 funds for capital expenditures--state grants authorized under Section 1017(d) of the 1988 Amendments to the Elementary and Secondary Education Act (P.L. 100-297)--are being spent, and 3) how public schools are providing Chapter 1 instruction and services to nonpublic, sectarian school students. The Congress will consider this information when it determines what level of funding will be needed by states in the future to help them serve Chapter 1 nonpublic, sectarian school students in the aftermath of the *Aguilar v. Felton* decision.

To obtain this information we are sending this questionnaire to the Chapter 1 coordinator in each of the fifty states and the District of Columbia. Please complete and return it within **TWO WEEKS** of receipt to the:

U.S. General Accounting Office
Detroit Regional Office
477 Michigan Avenue, Suite 865
Detroit, MI 48826

Attn: Laura Miner

When answering these questions, you may want to seek assistance from members of your staff. A preaddressed postage-paid business reply envelope is enclosed for your convenience.

To make sure that the Congress receives this information before it must decide whether or not to reauthorize Chapter 1 funding for capital expenditures, it is imperative that you respond as quickly as possible. If we do not receive a completed questionnaire from your state within the next few weeks we will call you to followup. If you've completed the questionnaire by that time, but haven't yet returned it, we will ask you, or someone else if it's not convenient for you, to give us your state's responses to these questions over the phone.

If you have any questions please call Laura Miner or Rebecca Thompson collect on (313) 256-8000. They will be pleased to help you. Thank you for your prompt response.

**NOTE: This questionnaire was sent to Chapter 1 directors in the 50 states, the District of Columbia and Puerto Rico. All 52 questionnaires were returned, however some states did not respond to all questions. For questions showing the total, range or median of responses, the "N" denotes the number of states responding to that question.*

DEFINITION OF TERMS

Nonpublic schools/Nonpublic school students: refers to nonpublic, sectarian schools and nonpublic, sectarian school students.

I. GENERAL CHAPTER 1 INFORMATION

1. During school year (SY) 1989-90, 1990-91, and 1991-92 how many school districts were in your state? (ENTER NUMBER.)

	SY 1991-92 N=52 Total	SY 1990-91 N=51 Total	SY 1989-90 N=52 Total
Districts	14,909	13,956	15,097

2. In how many school districts did students receive Chapter 1 services during SY 1989-90, 1990-91 and 1991-92? (ENTER NUMBER.)

	SY 1991-92 N=52 Total	SY 1990-91 N=52 Total	SY 1989-90 N=52 Total
Districts	13,970	14,032	13,989

3. In how many school districts did nonpublic school students receive Chapter 1 services during SY 1989-90, 1990-91 and 1991-92? (ENTER NUMBER.)

	SY 1991-92 N=49 Total	SY 1990-91 N=50 Total	SY 1989-90 N=49 Total
Districts	2,418	2,376	2,252

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

4. Please enter the APPROXIMATE number of public and nonpublic school students in your state who received Chapter 1 services during SY 1989-90, 1990-91, and 1991-92.

	SY 1991-92 N=48	SY 1990-91 N=52	SY 1989-90 N=52
Public School Students	<u>Total</u> <u>5,410,246</u>	<u>Total</u> <u>5,790,270</u>	<u>Total</u> <u>5,598,420</u>
Nonpublic School Students	<u>N=52</u> <u>Total</u> <u>168,168</u>	<u>N=52</u> <u>Total</u> <u>150,707</u>	<u>N=52</u> <u>Total</u> <u>153,333</u>

5. ROUGHLY, what proportion of the total regular Chapter 1 funding that your state receives--that is, Basic and Concentration Grants--for each of the school years listed below was used to provide Chapter 1 services to nonpublic school students? (ENTER PERCENT FOR EACH. IF NONE, ENTER "0.")

Median

2.0 % of SY 1985-86 grant N=40

2.0 % of SY 1986-87 grant N=42

2.0 % of SY 1987-88 grant N=43

1.8 % of SY 1988-89 grant N=44

1.8 % of SY 1989-90 grant N=44

2.0 % of SY 1990-91 grant N=45

1.6 % of SY 1991-92 grant N=45

II. NONPUBLIC SCHOOL STUDENTS RECEIVING CHAPTER 1 SERVICES

6. APPROXIMATELY what proportion of the nonpublic school students in your state who are eligible, based on district criteria, for Chapter 1 services currently receive them? (CHECK ONE.) N=49

1. ☐ None (0%)

2. ☐ A few (1-19%)

3. ☐ Some (20-39%)

4. ☒ About half (40-59%)

5. ☐ Most (60-79%)

6. ☐ Almost all (80-99%)

7. ☐ All (100%)--->(SKIP TO QUESTION 9.)

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

7. In PART A, please indicate whether or not each of the following situations are present in your state.

Now consider the eligible nonpublic school students in your state who do not receive Chapter 1 services. For each "yes" in PART A, in PART B indicate the proportion that doesn't receive these services for that reason. (CHECK ONE FOR EACH.)

	PART A			PART B				
	No	Yes		Few, if any	Some	About half	Most	All, or almost all
	(1)	(2)	If "yes" -->	(3)	(4)	(5)	(6)	(7)
It is difficult to make Chapter 1 services for nonpublic school students compatible with their regular instructional program	23	25		4	12	2	6	1
Nonpublic schools that Chapter 1-eligible students attend choose not to participate in Chapter 1	6	43		4	22	2	11	4
Parents of students in nonpublic schools that participate in Chapter 1 will not permit their children to participate	10	39		11	23	2	2	1
Eligible nonpublic school students are widely dispersed, geographically	10	39		8	21	5	3	1
Too few resources are available to enable districts to serve all Chapter 1-eligible nonpublic school students	26	22		5	11	3	2	0
Other (PLEASE SPECIFY.)	40	3		0	0	0	2	0

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

8. Once again, listed below are various reasons why nonpublic school students in your state who are eligible for Chapter 1 services, might not receive them.

Beginning with the one that applies to the largest number of students, rank the top three reasons why eligible nonpublic school student in your state don't receive Chapter 1 services. Place a "1" next to the reason that applies to the largest number, "2" next to the reason that applies to the second largest, and "3" next to the reason that applies to the third largest number of students.

It is difficult to make Chapter 1 services for nonpublic school students compatible with their regular instructional program

Range
0-5 N=46

Nonpublic schools that Chapter 1-eligible students attend choose not to participate in Chapter 1

0-4 N=48

Parents of students in nonpublic schools that participate in Chapter 1 will not permit their children to participate

0-5 N=47

Eligible nonpublic school students are widely dispersed, geographically

0-5 N=47

Too few resources are available to enable districts to serve all Chapter 1-eligible nonpublic school students

0-6 N=46

Other (PLEASE SPECIFY.)

0-3 N=9

9. Are there now fewer, about as many, or more Chapter 1-eligible nonpublic school students in your state than there were just prior to the Aguilar v. Felton decision? (CHECK ONE.) N=50

1.[2] Far fewer now

2.[19] Somewhat fewer now

3.[15] About as many now

4.[12] Somewhat more now

5.[2] Far more now

10. Is the current proportion of Chapter 1-eligible nonpublic school students who receive Chapter 1 services--that is, total served divided by total eligible--smaller than, about the same as, or larger than the proportion just prior to Aguilar v. Felton? (CHECK ONE.) N=50

1.[0] Now a much larger proportion receives Chapter 1 services---> (SKIP TO 12.)

2.[3] Now a somewhat larger proportion receives Chapter 1 services-----> (SKIP TO 12.)

3.[17] Now about the same proportion receives Chapter 1 services---> (SKIP TO 12.)

4.[25] Now a somewhat smaller proportion receives Chapter 1 services

5.[5] Now a much smaller proportion receives Chapter 1 services

11. By the end of SY 1992-93 will the proportion of Chapter 1-eligible nonpublic school students served in your state be as larger, or larger, than the proportion served just prior to the Aguilar v. Felton decision? N=32

1.[0] Definitely yes

2.[2] Probably yes

3.[22] Probably no

4.[8] Definitely no

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

III. CHAPTER 1 GRANTS FOR CAPITAL EXPENDITURES

12. Now we would like some information on the Chapter 1 grants your state has received to cover capital expenditures resulting from the Aguilar v. Felton decision.

For what school year did your state first receive a P.L. 100-297 grant for Chapter 1 capital expenditures?

SY 1989/90 - 1991/92

13. For each school year listed below, please enter the amount that your state RECEIVED under P.L. 100-297 to cover reimbursable capital expenditures. (ENTER DOLLAR AMOUNT FOR EACH. IF NOTHING, ENTER "0.") N=52

	<u>Total</u>
SY 1989-90.	\$ <u>19,761,285.00</u>
SY 1990-91.	\$ <u>25,692,376.00</u>
SY 1991-92.	\$ <u>36,120,944.00</u>

14. Approximately what proportion, if any, of the P.L. 100-297 funding for capital expenditures that your state received for SY 1991-92 will pay for capital expenditures incurred prior to the 1991-92 school year? (CHECK ONE.) N=52

1. ☐ 0 N/A--state did not receive this funding for SY 1991-92
2. ☐ 16 None (0%)
3. ☐ 10 A little (1-19%)
4. ☐ 8 Some (20-39%)
5. ☐ 7 About half (40-59%)
6. ☐ 2 Most (60-79%)
7. ☐ 4 Almost all (80-99%)
8. ☐ 5 All (100%)

15. For each school year listed below, about how many school districts in your state APPLIED FOR P.L. 100-297 funding for capital expenditures? (ENTER NUMBER FOR EACH. IF NONE, ENTER "0.")

	<u>Total</u>
SY 1989-90.	<u>667</u> districts N=51
SY 1990-91.	<u>729</u> districts N=52
SY 1991-92.	<u>824</u> districts N=51

16. For each school year listed below, about how many school districts in your state RECEIVED P.L. 100-297 funding to cover capital expenditures? (ENTER NUMBER FOR EACH. IF NONE, ENTER "0.")

	<u>Total</u>
SY 1989-90.	<u>651</u> districts N=51
SY 1990-91.	<u>719</u> districts N=52
SY 1991-92.	<u>815</u> districts N=51

17. Which of following factors does your state consider when it distributes P.L. 100-297 funding for capital expenditures among school districts? (CHECK ALL THAT APPLY.) N=52

1. ☐ 5 Each district's proportion of total Chapter 1 students served in the state
2. ☐ 19 Each district's proportion of total Chapter 1 nonpublic school students service in the state
3. ☐ 18 The number or proportion of eligible students the district is unable to serve
4. ☐ 0 The income of district residents
5. ☐ 37 Each district's proportion of the total reimbursable capital expenditures incurred throughout the state over some period of time
6. ☐ 24 Other (PLEASE SPECIFY.)

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

18. For each school year listed below, please enter the smallest and largest amount of P.L. 100-297 funding for capital expenditures that your state allocated to individual school districts. (ENTER AMOUNT FOR EACH, OR CHECK BOX.)

Smallest amount	Largest amount	N/A-- state received no funding
<u>Range</u>	<u>Range</u>	
SY 1989-90: \$ <u>0-60,501.00</u>	\$ <u>0-3,557,356.00</u>	or--> [3] N=52
SY 1990-91: \$ <u>0-150,725.00</u>	\$ <u>0-3,930,412.00</u>	or--> [1] N=52
SY 1991-92: \$ <u>0-125,697.00</u>	\$ <u>0-8,086,751.00</u>	or--> [1] N=50

19. Please enter the name of the school district that received the largest amount of P.L. 100-297 funding for capital expenditures for each of the years listed below.

SY 1989-90: _____

SY 1990-91: _____

SY 1991-92: _____

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

20. Consider the SY 1991-92, 1990-91, and 1989-90 grants for capital expenditures that your state received under P.L. 100-297. In each case indicate which of the following types of capital expenditures these grants paid for, whether the expense was incurred in that or in a prior school year. *N*=52

(CHECK ALL THAT APPLY FOR EACH SCHOOL YEAR.)

	SY 1991-92 grant	SY 1990-91 grant	SY 1989-90 grant
MOBILE VANS USED AS CLASSROOMS			
1. Purchase or renovation	1.[32]	1.[30]	1.[27]
2. Lease	2.[15]	2.[17]	2.[14]
3. Maintenance or operation	3.[30]	3.[30]	3.[27]
VEHICLES TO TRANSPORT STUDENTS			
4. Purchase or renovation	4.[7]	4.[6]	4.[6]
5. Lease	5.[14]	5.[14]	5.[15]
6. Maintenance or operation	6.[21]	6.[18]	6.[19]
PORTABLE CLASSROOMS			
7. Purchase or renovation	7.[16]	7.[16]	7.[17]
8. Lease	8.[13]	8.[13]	8.[12]
9. Maintenance or operation	9.[17]	9.[17]	9.[15]
SPACE WITHIN SCHOOL BUILDINGS			
10. Renovation of space within public school buildings	10.[8]	10.[8]	10.[7]
11. Renovation of space within nonpublic school buildings	11.[8]	11.[8]	11.[7]
BUILDINGS OR SPACE FOR NEUTRAL CLASSROOM SITES			
12. Purchase or renovation	12.[14]	12.[14]	12.[14]
13. Lease	13.[35]	13.[34]	13.[35]
14. Maintenance or operation	14.[25]	14.[22]	14.[23]
OTHER			
15. For SY 1991-92 (SPECIFY.)	15.[14]		
16. For SY 1990-91 (SPECIFY.)		16.[12]	
17. For SY 1989-90 (SPECIFY.)			17.[12]

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

21. Once again, consider the P.L. 100-297 grants that your state received for SY 1991-92, 1990-91, and 1989-90 to cover capital expenditures. In each case, APPROXIMATELY what proportion of that grant was used to pay for capital expenses related to each of the following, whether these expenses were incurred in that or in a prior school year? (ENTER PERCENT FOR EACH. IF NONE, ENTER "0".) N=52

	SY 1991-92 grant	SY 1990-91 grant	SY 1989-90 grant
	<u>Median</u>	<u>Median</u>	<u>Median</u>
Chapter 1 services to nonpublic school students provided in mobile vans	47 %	50 %	32 %
Chapter 1 services to nonpublic school students provided in a public school building	2 %	2 %	2 %
Chapter 1 service to nonpublic school students provided in a portable classroom	0 %	0 %	0 %
Chapter 1 services to nonpublic school students provided at some other neutral site	0 %	8 %	14 %
Chapter 1 services to nonpublic school students provided at their own schools, such as computerized instruction, video and televideo instruction, any renovation needed to accommodate such instruction, etc.	+ 0 %	+ 0 %	+ 0 %
TOTAL P.L. 100-297 FUNDING FOR CAPITAL EXPENDITURES	100%	100%	100%

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

22. In your state is school districts' use of P.L. 100-297
funding for capital expenses monitored in any way?

N=51

1. ☒ Yes

2. ☐ No----> (SKIP TO QUESTION 24.)

23. How is school districts' use of P.L. 100-297 funding for
capital expenditures monitored in your state?

(CHECK ALL THAT APPLY.) N=49

1. ☒ State requires that districts account for these
funds separately in their annual Chapter 1
report

2. ☒ State requires that districts account for these
funds in a report that is separate from their
annual Chapter 1 report

3. ☒ State requires that districts account for these
funds as separate line items in their annual
financial report

4. ☒ State requires that districts submit periodic
expenditure reports during the course of a
single year

5. ☒ State requires that this monitoring be done as
part of its single audit requirement

6. ☒ Other (PLEASE SPECIFY.)

24. Please indicate in **PART A** whether or not your state returned any of the P.L. 100-297 funding for capital expenditures
that it received for each school year listed below, and if so, in **PART B** enter the approximate amount of that year's grant
that was returned.

PART A (CHECK ONE.)			PART B	
	Returned none	Returned some	If returned some----->	Amount returned
	(1)	(2)		
SY 1989-90	46	6	N=52	Totals \$ 250,539.00
SY 1990-91	41	11	N=52	\$ 323,478.00
SY 1991-92	41	11	N=52	\$ 2,121,036.00

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

25. Will your state receive a P.L. 100-297 capital expenditures grant for SY 1992-93? N=52

1.[52] Yes--> About how much?

Total
\$ 39,873,987.00 N=50

2.[0] No--> (SKIP TO 28.)

26. Based on districts' needs and the size of this grant, do you anticipate returning any of your state's P.L. 100-297 capital expenditures grant for SY 1992-93? (CHECK ONE.) N=52

1.[5] Definitely yes

2.[11] Probably yes

3.[22] Probably no--> (SKIP TO 28.)

4.[14] Definitely no--> (SKIP TO 28.)

27. ABOUT how much of this grant do you anticipate returning? (ENTER DOLLAR AMOUNT.)

Total
\$ 3,867,623.00 N=14

IV. REIMBURSABLE CAPITAL EXPENDITURES
INCURRED AS A RESULT OF THE AGUILAR V.
FELTON DECISION

28. This section contains questions about reimbursable capital expenses that school districts have INCURRED, as a result of the Aguilar v. Felton decision, to provide Chapter 1 services to nonpublic school students.

Consider the school districts that have applied for P.L. 100-297 funding for capital expenditures at any time since this funding became available. Enter the APPROXIMATE amount of reimbursable capital expenses that these districts reported that they INCURRED for each school year listed below, regardless of how much was ultimately paid for with P.L. 100-297 funding, or in what year these expenses were paid for. (ENTER DOLLAR AMOUNT FOR EACH.)

Total
SY 1985-86. . . \$ 6,609,571.00 N=34

SY 1986-87. . . \$ 10,347,545.00 N=34

SY 1987-88. . . \$ 9,568,252.00 N=34

SY 1988-89. . . \$ 8,826,124.00 N=36

SY 1989-90. . . \$ 11,435,136.00 N=45

SY 1990-91. . . \$ 13,506,928.00 N=49

SY 1991-92. . . \$ 22,267,771.00 N=44

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

29. To provide Chapter 1 services to nonpublic school students what kinds of expenses have districts in your state INCURRED as a result of the Aguilar v. Felton decision, beyond the normal cost of instruction, supplies and materials, that are NOT REIMBURSABLE under P.L. 100-297?

30. Please ESTIMATE the total amount of P.L. 100-297 funding that school districts in your state will need to cover the reimbursable capital expenditures:

--that they will incur in SY 1992-93, and

--that they have incurred in prior years that have not yet been reimbursed.

(ENTER DOLLAR AMOUNT.)

Total
\$ 53,793,751/00 N=49

31. What types of expenses will districts need to incur or be reimbursed for during SY 1992-93?
(CHECK ALL THAT APPLY.) N=52

MOBILE VANS USED AS CLASSROOMS

1.[37] Purchase or renovation

2.[18] Lease

3.[35] Maintenance or operation

VEHICLES TO TRANSPORT STUDENTS

4.[10] Purchase or renovation

5.[17] Lease

6.[22] Maintenance or operation

PORTABLE CLASSROOMS

7.[17] Purchase or renovation

8.[12] Lease

9.[22] Maintenance or operation

SPACE WITHIN SCHOOL BUILDINGS

10.[13] Renovation of space within public school buildings

11.[6] Renovation of space within nonpublic school buildings

BUILDINGS OR SPACE FOR NEUTRAL CLASSROOM SITE

12.[12] Purchase or renovation

13.[36] Lease

14.[28] Maintenance or operation

OTHER (PLEASE SPECIFY.)

15.[9] _____

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

V. WHERE AND HOW CHAPTER 1 SERVICES ARE
PROVIDED TO NONPUBLIC SCHOOL STUDENTS

32. Consider the nonpublic school students in your state who receive Chapter 1 services. During SY 1991-92, ABOUT what proportion primarily received these services at each of the following locations? (ENTER PERCENT FOR EACH. IF NONE, ENTER "0".)

	<u>Median</u>
In a portable van	26 % N=52
In a public school building	10 % N=52
In a portable classroom	3 % N=52
At some other neutral site	10 % N=52
In the nonpublic school	1 % N=52
At some other location (SPECIFY.)	+ 18 % N=10

TOTAL NONPUBLIC STUDENTS 100%

33. Now think back to the period just before the Aguilar v. Felton decision. At that time ABOUT what proportion of the nonpublic school students in your state who received Chapter 1 services, received them at each of these locations? (ENTER PERCENT FOR EACH. IF NONE, ENTER "0".)

	<u>Median</u>
In a portable van	0 % N=51
In a public school building	0 % N=51
In a portable classroom	0 % N=51
At some other neutral site	0 % N=51
In the nonpublic school	99 % N=51
At some other location (SPECIFY.)	+ 11 % N=2

TOTAL NONPUBLIC STUDENTS 100%

34. Now think about the future. In SY 1993-94 ABOUT what proportion of the nonpublic school students in your state who receive Chapter 1 services will receive them at each of the following locations? (ENTER PERCENT FOR EACH. IF NONE, ENTER "0".)

	<u>Median</u>
In a portable van	35 % N=51
In a public school building	8 % N=52
In a portable classroom	2 % N=52
At some other neutral site	10 % N=52
In the nonpublic school	0 % N=50
At some other location (SPECIFY.)	+ 19 % N=7

TOTAL NONPUBLIC STUDENTS 100%

35. In general throughout your state, to what extent does the time it takes nonpublic school students to travel to locations where they receive Chapter 1 services reduce the amount of time available to deliver these services? (CHECK ONE.) N=51

1. [8] N/A--few, if any, nonpublic school students in the state travel to receive Chapter 1 services
2. [2] To a very great extent
3. [9] To a great extent
4. [9] To a moderate extent
5. [12] To some extent
6. [11] To little or no extent

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

36. Regardless of where nonpublic school students receive Chapter 1 services, these services might be provided in different ways. Of all the nonpublic school students in your state who receive Chapter 1 services, about what proportion are primarily provided these services in each of the ways listed below? (CHECK ONE FOR EACH.)

	None (0%) (1)	Few, if any (1-19%) (2)	Some (20-39%) (3)	About half (40-59%) (4)	Most (60-79%) (5)	Almost all (80-99%) (6)	All (100%) (7)
Teacher instruction over closed circuit TV which does not permit immediate teacher/student interaction N=51	45	6	0	0	0	0	0
Teacher instruction through video conferencing which permits immediate teacher/student interaction N=51	46	5	0	0	0	0	0
Teacher instruction through telephone conferencing which permits immediate teacher/student interaction N=51	46	5	0	0	0	0	0
In-person instruction provided by a teacher N=52	3	1	3	5	10	18	12
Take-home computer-assisted or other self-instruction method N=51	19	23	8	1	0	0	0
Computer-assisted or other self-instruction method within the classroom N=51	12	18	9	6	2	3	1
Other (SPECIFY.) N=2 _____ _____ _____	0	2	0	0	0	0	0

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

VI. THE EFFECTS OF P.L. 100-297 FUNDING FOR
CAPITAL EXPENDITURES

37. To what extent, if any, have capital expenditures paid for with P.L. 100-297 funding enabled your districts to serve **MORE** Chapter 1-eligible nonpublic school students than they would have been able to serve without these expenditures? (CHECK ONE.) N=52

- 1. ☒ To little or no extent
- 2. ☐ To some extent
- 3. ☐ To a moderate extent
- 3. ☐ To a great extent
- 4. ☐ To a very great extent

38. To what extent, if any, have capital expenditures paid for with P.L. 100-297 funding enabled your districts to serve a **LARGER PROPORTION** of Chapter 1-eligible nonpublic school students than they would have been able to serve without these expenditures? (CHECK ONE.) N=52

- 1. ☒ To little or no extent
- 2. ☐ To some extent
- 3. ☐ To a moderate extent
- 3. ☐ To a great extent
- 4. ☐ To a very great extent

39. Many factors influence the quality of Chapter 1 services to nonpublic students. We would like to know the extent to which capital expenditures paid for with P.L. 100-297 funding have helped your districts serve these students.

Consider the capital expenditures in your state that were paid for with P.L. 100-297 funding. As a result of these expenditures, do nonpublic school students in your state receive more, neither more nor fewer, or fewer hours of each type of instruction listed below, than they would have without these capital expenditures?
(CHECK ONE BOX FOR EACH.)

	Many more hours per student (1)	Somewhat more hours per student (2)	Neither more nor fewer per student-- that is, expen- ditures had no effect (3)	Somewhat fewer hours per student (4)	Far fewer hours per student (5)
Instruction of any kind, whether from a teacher or computer-assisted N=51	10	28	10	2	1
Instruction from a teacher N=49	11	21	9	6	2
Computer-assisted instruction N=50	7	19	22	1	1

Appendix X
Questionnaire Sent to 50 States, District of
Columbia, and Puerto Rico

40. As a result of capital expenditures paid for with P.L. 100-297 funding, is the quality of the Chapter 1 services that nonpublic school students in your state receive worse, neither worse nor better, or better than it would have been without these capital expenditures? (CHECK ONE.) N=52

1. ☐ Much worse
2. ☐ Somewhat worse
3. ☒ Neither worse nor better--that is, expenditures has no effect on quality
4. ☒ Somewhat better
5. ☐ Much better

41. Because of the Aguilar v. Felton decision, public school teachers can no longer provide Chapter 1 services to nonpublic school students at the nonpublic school.

To what extent have capital expenditures paid for with P.L. 100-297 funding enabled your school districts to overcome any difficulties involved in providing Chapter 1 services to nonpublic school students, that might have been created by the Aguilar v. Felton decision? (CHECK ONE.) N=51

1. ☐ To little or no extent
2. ☒ To some extent
3. ☒ To a moderate extent
4. ☒ To a great extent
5. ☐ To a very great extent
6. ☐ N/A--In your state Aguilar v. Felton did not create any difficulties

VII. YOUR COMMENTS

42. If you have any comments about the topics covered in this questionnaire, or would like to give additional information related to Chapter 1 services for nonpublic school students, please write them in the space below.

43. We appreciate the time and effort you've devoted to completing this questionnaire.

There is one more thing that you might be able to help us with. When we present our report to the Congress, telling them what P.L. 100-297 funding has been used for, we would like to show them some photographs. If you know of anyone who might have photographs of mobile vans, portable classrooms, neutral sites, renovations, etc. in your state that P.L. 100-297 funding has paid for, and who might be willing to share these with us, please write in their name and telephone number below, so that we can contact them.

Thank you again for your help.

Name: _____

Telephone number: _____
(area code)

Major Contributors to This Report

Human Resources Division, Washington, D.C.

Clarita A. Mrena, Assistant Director, Design and Data Analysis Group

Detroit Regional Office

Robert T. Rogers, Assistant Director, Education and Employment
Issues, (313) 256-8000

Laura L. Miner-Kowalski, Evaluator-in-Charge

Rebecca L. Thompson, Evaluator

William G. Sievert, Technical Assistance Group Manager

Sharon L. Fucinari, Programmer/Analyst

Ordering Information

The first copy of each GAO report and testimony is free. Additional copies are \$2 each. Orders should be sent to the following address, accompanied by a check or money order made out to the Superintendent of Documents, when necessary. Orders for 100 or more copies to be mailed to a single address are discounted 25 percent.

Orders by mail:

U.S. General Accounting Office
P.O. Box 6015
Gaithersburg, MD 20884-6015

or visit:

Room 1000
700 4th St. NW (corner of 4th and G Sts. NW)
U.S. General Accounting Office
Washington, DC

Orders may also be placed by calling (202) 512-6000
or by using fax number (301) 258-4066.